

Message Text

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ORIGIN EUR-12

INFO OCT-01 ISO-00 CIAE-00 PM-03 INR-05 L-02 ACDA-05

NSAE-00 PA-01 RSC-01 PRS-01 SP-02 USIA-06 TRSE-00

SAJ-01 SS-15 NSC-05 MC-01 AEC-05 /066 R

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FM SECSTATE WASHDC
TO USMISSION NATO PRIORITY
INFO ALL NATO CAPITALS
USDELMC
USNMR SHAPE
USCINCEUR
CINCUSAREUR
CINCUSAFE
CINCUSNAVEUR
USLOSACLANT
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S E C R E T STATE 253125

E.O. 11652: GDS
TAGS: MPOL, NATO
SUBJECT: NATO MINISTERIAL GUIDANCE - WARNING TIME

REF: A. USNATO 6093; B. USNATO 6239; C. USNATO 6247

1. TEXT OF PARA 22, ON WARNING TIME, FOR INCLUSION IN
US DRAFT OF MINISTERIAL GUIDANCE, FOLLOWS BELOW. SUGGEST
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YOU IMMEDIATELY CIRCULATE TO OTHER DELEGATIONS AND IS.

TEXT IS A FULLER TREATMENT THAN THAT PROPOSED FOR INCLUSION IN DRC DRAFT REPORT, ALTHOUGH IT IS CONSISTENT WITH LATTER. MISSION SHOULD DRAW ON TEXT IN TIS MESSAGE AS NECESSARY IN ANY FURTHER DISCUSSION IN DRC OF WARNING TIME. PRINCIPAL ADDITIONAL POINT OF EMPHASIS IN THIS TEXT IS THAT "WARNING TIME STARTS FROM THE FIRST SIGNIFICANT EVIDENCE OF PREPARATIONS WHICH MAY BE CONSIDERED CONSISTENT WITH AN EVENTUAL WARSAW PACT ATTACK." THIS CARRIES WITH IT AN OBLIGATION ON COUNTRIES TO MAKE PROPER USE OF WARNING TIME AS WARNING DEVELOPS AND ON NATO MILITARY PLANNERS TO TAKE INTO ACCOUNT THE POSSIBILITY OF APPROPRIATE NATIONAL ACTIONS DURING THIS WARNING TIME. THIS IS IN CLEAR ANTITHESIS TO THE IS/IMS VIEW DESCRIBED IN REF C O THE EFFECT THAT EFFECTIVE WARNING OCCURS ONLY WHEN INTELLIGENCE DECLARES THAT AN ATTACK IS PROBABLE AND THAT MUCH OF THIS CONSEQUENTLY HIGHLY RESTRICTED

WARNING TIME WOULD OR COULD PASS WITHOUT APPROPRIATE ACTION BY NATIONS OR NATO. IF THIS PUTATIVE IS/IMS VIEW RETAINS SUPPORT OF SOME DELEGATIONS AS THE PRIMARY BASIS FOR MILITARY PLANNING, WE CLEARLY AVE A SUBSTANTIVE POINT FOR MINISTERIAL DISCUSSION. REF C PUTS THE PICTURE VERY CLEARLY.

2. BEGIN TEXT:

22. WARNING TIME

A. THE "WARNING OF WAR" SECTION OF MC-161/74, AS IT MAY BE AMENDED IN MC-161/75, PROVIDES AN APPROPRIATE ASSESSMENT OF THE WARNING THAT MAY BE AVAILABLE FROM ANY WARSAW PACT PREPARATIONS FOR AN ATTACK ON NATO. ATTENTION IS CALLED TO ITS DISCUSSION OF POLITICAL WARNING, AND THE FOLLOWING OBSERVATIONS THAT MAY BE MADE ON THE BASIS OF IT: VIZ., THAT WARNING TIME STARTS FROM THE FIRST SIGNIFICA T EVIDENCE OF PREPARATIONS WICH MAY BE CONSIDERED CONSISTENT WITH AN EVENTUAL WARSAW PACT ATTACK, I.E., THE INCREASE IN THEIR CAPABILITIES ABOVE NORMAL PEACETIME POSTURE. IT IS STRIKING THAT THE
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PACT MUST GO THROUGH SOME PROCESS WHICH TAKES TIME AND YIELDS INDICATORS, AND THAT THEY HAVE NEVER DONE ALL THESE THINGS AT THE SAME TIME. MC-161 CONVEYS A CONFIDENCE TAT THERE WILL BE AT LEAST SOME WARNING (A MINIMUM OF 48 HOURS, EXCEPT PERHAPS IN THE CASE OF A STRATEGIC NUCLEAR ATTACK), DESPITE SOVIET CAPABILITIES FOR DECEPTION AND CONCEALMENT.

0. IT IS SUGGESTED, THEREFORE, THAT BEING ABLE AND WILLING TO MATCH A WARSAW PACT BUILD-UP STEP-BY-STEP WITH A PRECAUTIONARY NATO COUNTER BUILD-UP MAY BE MORE USEFUL FOR NATO THAN WAITING FOR A CLEAR SIGNAL THAT AN ATTACK IS INTENDED PRIOR TO TAKING STEPS. BY DEMONSTRATING RESOLVE AND ACTING PROMPTLY TO COUNTER EARLY MOVES OF THE WARSAW PACT, DETERRENCE WOULD BE STRENGTHENED AND THE OUTBREAK OF HOSTILITIES OR THE NEED FOR NATIONS TO DECLARE MOBILIZATION COULD WELL BE FORESTALLED. COUNTRIES SHOULD THUS PLAN TO MAKE BEST USE OF THE WARNING TIME LIKELY TO BE AVAILABLE, IN ORDER TO INCREASE READINESS AND CAPABILITIES. ASSESSMENT OF INTELLIGENCE INDICATIONS AND DECISIONS ON COUNTERMEASURES COULD THEN PROCEED CONCURRENTLY. THE DETERIORATING POLITICAL SITUATION WOULD HAVE ALERTED NATO POLITICAL AUTHORITIES BEFORE-

HAND TO THE POSSIBLE NEED FOR SUCH ACTIONS. THAT COUNTRIES MAY FOREGO ACTIONS FOR FEAR OF BEING PROVOCATIVE SHOULD BE RULED OUT AS A BASIS OF NATO PLANNING. NATO COUNTRIES SHOULD BE PREPARED TO TAKE UNILATERAL ACTION TO INCREASE READINESS AND CAPABILITIES, AND SHOULD NOT BE CONSTRAINED BY FORMAL OR COLLECTIVE PROCEDURES OR BY AN EXPECTATION THAT A DEFINITE D-DAY WILL BE DESIGNATED BY INTELLIGENCE OR OTHER AUTHORITIES. SUCH AUTHORITIES AS MAY BE REQUIRED FOR FORMAL NATIONAL MOBILIZATION SHOULD BE KEPT UNDER REVIEW SO THAT EXPEDITIOUS ACTIONS CAN BE TAKEN BY GOVERNMENTS WHEN NECESSARY. THERE ARE MANY MEASURES SHORT OF MOBILIZATION THAT CAN BE TAKEN TO INCREASE READINESS AND CAPABILITIES.

C. THE PROCESS OF INCREASING NATO'S CAPABILITIES AND
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READINESS UPON EVIDENCE OF WARSAW PACT PREPARATIONS, CAN BE GREATLY FACILITATED BY THE EXCHANGE OF INTELLIGENCE INFORMATION AND CONSULTATIONS IN THE NAC/DPC AND THE MC. THESE EXCHANGES EXIST NOW IN PEACETIME, BUT CAN BE INTENSIFIED IN A TIME OF HEIGHTENED POLITICAL TENSION. THE NATO ALERT SYSTEM SHOULD OPERATE SO AS TO COORDINATE AND FACILITATE NATIONAL ACTIONS, BUT NOT TO CONSTRAIN THEM.

END TEXT.

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